

Iowa Prison Population Forecast FY1999-FY2008

Iowa Department of Human Rights

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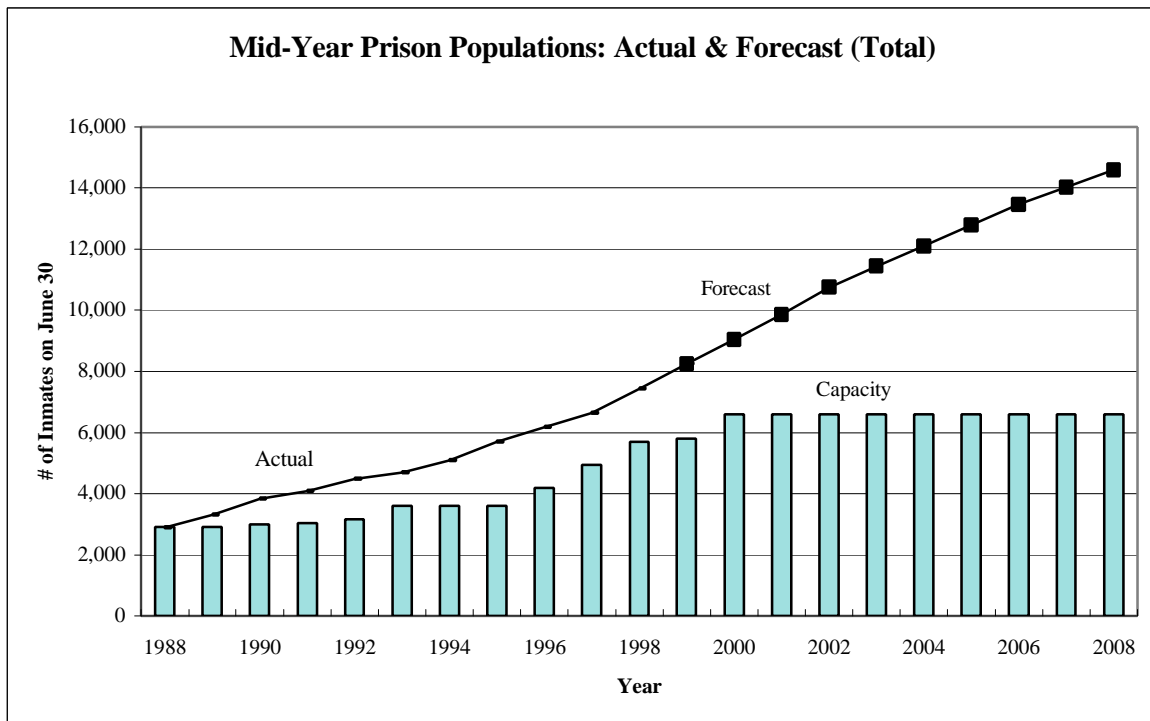
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FORECAST FOR FY1999-FY2008

If current justice system trends, policies and practices continue, Iowa's prison population may be expected to increase from 7,431 inmates on June 30, 1998 to about 14,586 inmates on June 30, 2008, or by about 96.3% over the ten-year period (Table 1). In the previous ten years (FY88-FY98), Iowa's prison population grew by about 157.1%.

The largest numeric increase in the prison population over the period studied occurred during the past year, with a net gain of 795 inmates. While larger net gains are anticipated during the next several years, the *rate* of increase is not projected to exceed the rate of increase observed between mid-year 1997 and mid-year 1998. By mid-year 2006, however, the inmate population may be expected to exceed twice the prison capacity as reported by the Iowa Department of Corrections, even when currently authorized expansions are in place.



According to the most recent figures provided by the U.S. Bureau of Justice Statistics, Iowa had the fifth largest percent increase in prison population among the states between 1992 and 1997, as well as the fifth largest one-year growth between 1996 and 1997.¹ These statistics are based on December 31 inmate populations.

¹ Bureau of Justice Statistics, U.S. Department of Justice, "Prisoners in 1997", August 1998 Bulletin, p. 4.

Table 1. Mid-Year Prison Populations and Capacities: Total

<u>Year</u>	<u>Total Inmates June 30th</u>	<u>Net Gain</u>	<u>% Change</u>	<u>Total Prison Capacity</u>	<u>Population as % of Capacity</u>
1988	2,890	---	---	2,918	99.0%
1989	3,322	432	14.9%	2,918	113.8%
1990	3,842	520	15.7%	3,003	127.9%
1991	4,077	235	6.1%	3,045	133.9%
1992	4,485	408	10.0%	3,165	141.7%
1993	4,695	210	4.7%	3,603	130.3%
1994	5,090	395	8.4%	3,603	141.3%
1995	5,692	602	11.8%	3,603	158.0%
1996	6,176	484	8.5%	4,201	147.0%
1997	6,636	460	7.4%	4,951	134.0%
1998	7,431	795	12.0%	5,701	130.3%
<i>Forecast:</i>					
1999	8,244	813	10.9%	5,801	142.1%
2000	9,044	800	9.7%	6,601	137.0%
2001	9,861	817	9.0%	6,601	149.4%
2002	10,751	890	9.0%	6,601	162.9%
2003	11,434	683	6.4%	6,601	173.2%
2004	12,099	665	5.8%	6,601	183.3%
2005	12,791	692	5.7%	6,601	193.8%
2006	13,456	665	5.2%	6,601	203.8%
2007	14,023	567	4.2%	6,601	212.4%
2008	14,586	563	4.0%	6,601	221.0%

Projected Growth in Female Inmates

If current justice system trends, policies and practices continue, Iowa's female inmate population may be expected to increase from 616 women on June 30, 1998 to about 1,284 inmates on June 30, 2008, or by about 108.4% over the ten-year period (Table 2). In the previous ten years (FY88-FY98), Iowa's female inmate population grew by about 359.7%.

The largest numeric increase in the female inmate population over this period occurred during the past year, with a net gain of 95 inmates. Unlike the forecast for the total inmate population, yearly net increases in the female inmate population are not expected to exceed the increase in the past year. Additionally, the female inmate population is expected to exceed twice the capacity as reported by the Iowa Department of Corrections by about mid-year 2005. However, it is not anticipated to reach the level of overcrowding attained on June 30, 1998 during the projections period.

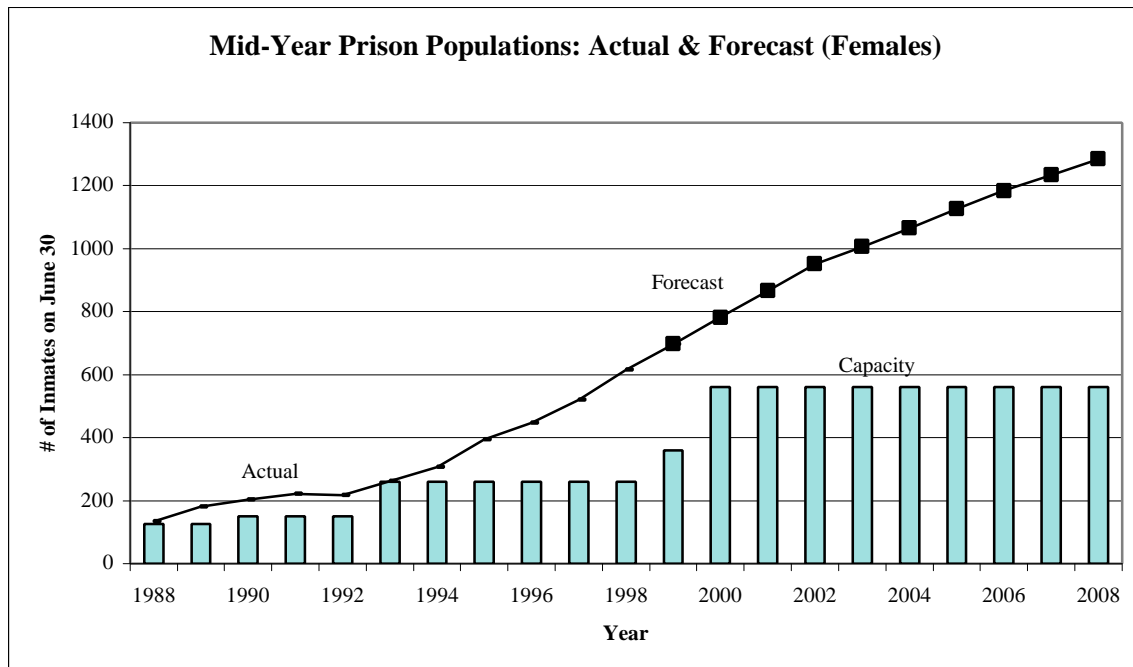


Table 2. Mid-Year Prison Populations and Capacities: Females

<u>Year</u>	<u># Women June 30th</u>	<u>Net Change</u>	<u>% Change</u>	<u>Capacity for Women</u>	<u>Population as % of Capacity²</u>
1988	134	---	---	127	105.5%
1989	181	47	35.1%	127	142.5%
1990	204	23	12.7%	150	136.0%
1991	221	17	8.3%	150	147.3%
1992	217	-4	-1.8%	150	144.7%
1993	262	45	20.7%	260	100.8%
1994	307	45	17.2%	260	118.1%
1995	395	88	28.7%	260	151.9%
1996	447	52	13.2%	260	171.9%
1997	521	74	16.6%	260	200.4%
1998	616	95	18.2%	260	236.9%
Forecast:					
1999	697	81	13.1%	360	193.6%
2000	782	85	12.2%	560	139.6%
2001	866	84	10.7%	560	154.6%
2002	951	85	9.8%	560	169.8%
2003	1,006	55	5.8%	560	179.6%
2004	1,065	59	5.9%	560	190.2%
2005	1,126	61	5.7%	560	201.1%
2006	1,184	58	5.2%	560	211.4%
2007	1,234	50	4.2%	560	220.4%
2008	1,284	50	4.1%	560	229.3%

² Projected mid-year populations include 100 inmates currently being housed out-of-state. Therefore, projected populations as a percent of capacity may be reduced by 27.8% for mid-year 1999, and by 17.8% to 17.9% for the remaining forecast years.

Factors Affecting Growth

The major trends contributing to this year's forecast are a continued increase in prison admissions, and a continued increase in length of stay for many types of offenders. The following sections explore changes in these trends throughout the 1990's, with special attention to observed changes during the past year (FY97-98).

TRENDS IN PRISON ADMISSIONS

Between FY90 and FY98, prison admissions increased by about 48.3% (Table 3). New admissions (new court commitments and probation revocations) and probationers admitted to participate in the short-term violators' program have contributed the most to this increase, when compared with all other admissions combined (see graph below).

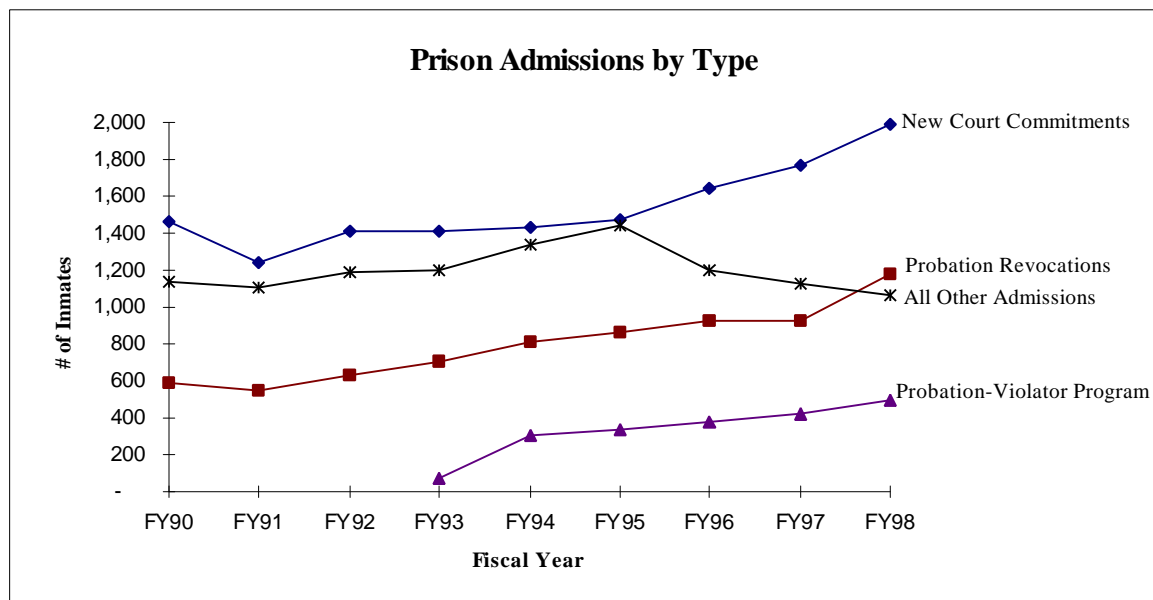


Table 3. Prison Admissions: FY90-98

										%
<u>Admission Reason</u>	<u>FY90</u>	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>	<u>Change</u>
New Court Commitments	1,461	1,240	1,407	1,415	1,427	1,471	1,645	1,767	1,994	36.5%
New: Probation Revocations	591	545	635	701	811	865	925	929	1,182	100.0%
Probation-Violator Program				69	301	338	381	423	492	---
Parole Returns	536	416	430	424	448	473	393	347	321	-40.1%
Parole-Violator Program	91	162	195	179	238	275	191	160	105	15.4%
Shock Probation Returns	67	67	77	71	93	102	75	102	110	64.2%
Escape Returns	193	190	217	228	218	253	212	206	188	-2.6%
Work Release Returns	113	89	93	135	114	117	112	113	139	23.0%
Work Release-Violator Prog.	14	10	11	17	46	45	25	24	16	14.3%
OWI Facility Returns	41	58	63	73	66	57	73	58	65	58.5%
Other Admissions	85	114	103	78	111	115	123	121	123	44.7%
Total Admissions	3,192	2,891	3,231	3,390	3,873	4,111	4,155	4,250	4,735	48.3%

Source: E-1 Reports

New prison admissions for the following offenses more than doubled between FY90 and FY98: drug offenses, assault, forgery/fraud, weapons offenses, pimping/prostitution and flight/escape (Table 4). In general, property offenses (e.g., theft, burglary, forgery, etc.) make up the largest group of new prison admissions (see graph below).

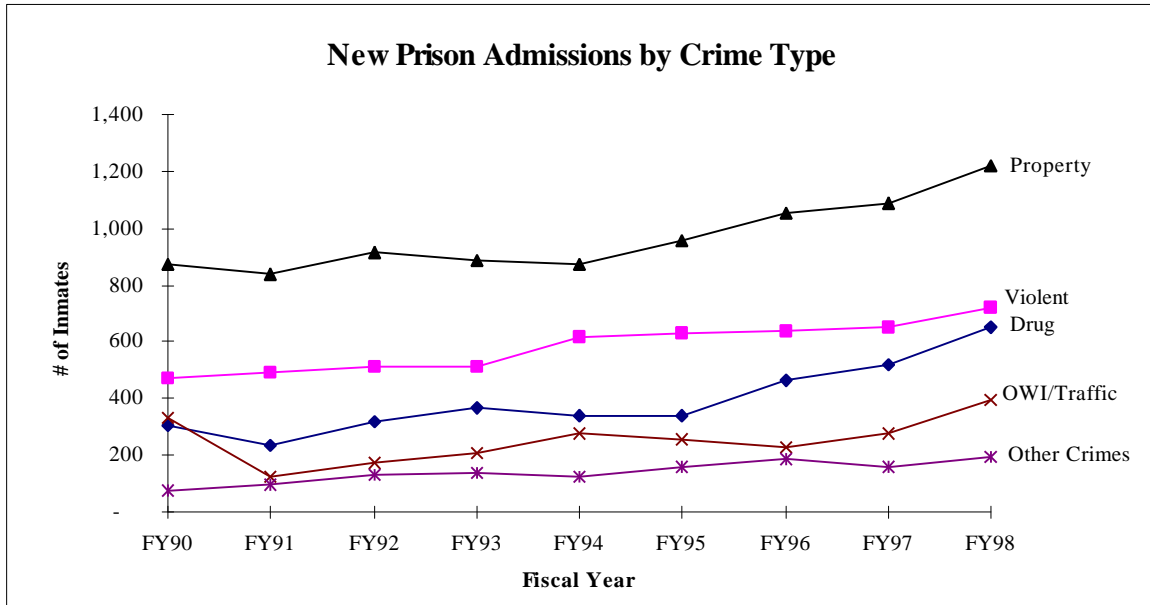


Table 4. New Prison Admissions: FY90-98

Offense Type	FY90	FY91	FY92	FY93	FY94	FY95	FY96	FY97	FY98	% Change
Drug Offenses	303	235	319	369	340	338	466	523	653	115.5%
Theft	319	322	353	362	318	322	402	406	448	40.4%
Burglary	372	335	364	342	349	352	374	400	438	17.7%
Drunk Driving/Traffic	334	123	172	208	280	258	231	280	392	17.4%
Assault	137	128	122	169	189	214	246	273	325	137.2%
Forgery/Fraud	138	129	134	126	158	216	223	226	281	103.6%
Sexual Abuse	183	212	224	205	251	232	212	206	233	27.3%
Robbery	83	74	79	85	111	114	111	84	90	8.4%
Weapons	20	28	37	43	55	69	91	79	74	270.0%
Murder/Manslaughter	56	66	77	45	48	56	57	72	56	0.0%
Criminal Mischief	24	24	43	35	30	32	34	34	35	45.8%
Pimping/Prostitution	11	17	34	16	21	29	29	23	32	190.9%
Flight/Escape	11	9	17	15	11	19	24	21	26	136.4%
Kidnapping	10	12	9	8	18	17	10	15	17	70.0%
Arson	20	28	18	23	16	32	18	20	16	-20.0%
All Other Offenses	34	46	42	62	41	45	46	35	64	88.2%
Total New Admissions	2,055	1,788	2,044	2,113	2,236	2,345	2,574	2,697	3,180	54.7%

Note: New prison admissions consist of court-ordered commitments and probation revocations. Figures in this chart differ slightly from those shown in E-1 Reports due to different times in which the database was accessed for reporting purposes.

Source: Adult Corrections Information System, compiled by CJJP

Increases in new prison admissions for drug offenses, assault, and forgery/fraud constitute about 60.5% of the total growth in new prison admissions between FY90 and FY98.³ Analysis by admission type shows that the net gain in these offenses is fairly evenly split between new court commitments and probation revocations (Table 5). However, there has been a larger *percentage* increase in probation revocations for assault and drug offenses, than in new court commitments.

There was also a substantial numerical increase in probation revocations for burglary, while new court commitments for this offense declined. This may be due to the restructuring of burglary offenses effective FY93. That year, non-residential burglaries (the majority of burglary incidents) were reduced in penalty from a Class C felony to a Class D felony, thereby reducing the likelihood of imprisonment for this offense.

Table 5. New Admissions by Admission Type: FY90 & FY98

New Court Commitments:					Probation Revocations:				
<u>Offense Type</u>	<u>FY90</u>	<u>FY98</u>	<u>Net Change</u>	<u>% Change</u>	<u>Offense Type</u>	<u>FY90</u>	<u>FY98</u>	<u>Net Change</u>	<u>% Change</u>
Arson	14	13	-1	-7.1%	Arson	6	3	-3	-50.0%
Assault	108	198	90	83.3%	Assault	29	127	98	337.9%
Burglary	211	207	-4	-1.9%	Burglary	161	231	70	43.5%
Criminal Mischief	10	18	8	80.0%	Criminal Mischief	14	17	3	21.4%
Drug Offenses	252	422	170	67.5%	Drug Offenses	51	231	180	352.9%
Drunk Driving/Traffic	243	294	51	21.0%	Drunk Driving/Traffic	91	98	7	7.7%
Flight/Escape	9	20	11	122.2%	Flight/Escape	2	6	4	200.0%
Forgery/Fraud	64	136	72	112.5%	Forgery/Fraud	74	145	71	95.9%
Kidnapping	10	15	5	50.0%	Kidnapping	-	2	2	---
Murder/Manslaughter	53	54	1	1.9%	Murder/Manslaughter	3	2	-1	-33.3%
Pimping/Prostitution	5	18	13	260.0%	Pimping/Prostitution	6	14	8	133.3%
Robbery	74	71	-3	-4.1%	Robbery	9	19	10	111.1%
Sexual Abuse	168	183	15	8.9%	Sexual Abuse	15	50	35	233.3%
Theft	203	260	57	28.1%	Theft	116	188	72	62.1%
Weapons	12	39	27	225.0%	Weapons	8	35	27	337.5%
All Other Offenses	22	40	18	81.8%	All Other Offenses	12	24	12	100.0%

³ This finding was obtained by adding the total net gain in these offenses over the period, and dividing by the total net gain in new prison admissions.

Total New Commits 1,458 1,988 530 36.4% | Total Probation Rev. 597 1,192 595 99.7%

Note: Probation revocation offenses shown may be new offenses committed while under supervision, and are not necessarily the offense which resulted in probation being imposed. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJJP

Admissions of Class D felons whose crimes were not against persons showed the largest numerical and percentage increases over the period (Table 6). This category of offenses includes drug crimes, forgery/fraud and non-residential burglary. Other offense class categories with notable percent increases during the 1990's include misdemeanors, other felonies (mostly habitual offenders and drug crimes), and Class D felonies against persons. Admissions for Class C felonies against persons showed one of the larger numerical increases. Analysis of specific offenses in this category reveal that the increase was largely due to increases in sex offenses, assault and manslaughter (vehicular homicide penalties were increased from Class D felonies to Class C felonies effective FY91).

Table 6. New Admissions by Offense Class: FY90 & FY98

<u>Offense Class</u>			Net	%
	<u>FY90</u>	<u>FY98</u>	<u>Change</u>	<u>Change</u>
A Felony	20	25	5	25.0%
B Felony	82	125	43	52.4%
C Felony Persons	162	252	90	55.6%
C Felony Non-Persons	591	610	19	3.2%
D Felony Persons	129	212	83	64.3%
D Felony Non-Persons	443	990	547	123.5%
Other Felony	25	72	47	188.0%
Agg. Misd. Persons	94	184	90	95.7%
Agg. Misd. Non-Persons	186	355	169	90.9%
Serious/Simple Misd.	24	47	23	95.8%
OWI Initial Stay	299	308	9	3.0%
Total	2,055	3,180	1,125	54.7%

Note: For comparison purposes, 85% sentences are counted within their corresponding offense classes. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJJP

Table 7. New Admissions by Admission Type and Offense Class: FY90 & FY98

<u>Offense Class</u>	<u>New Court Commitments:</u>				<u>Probation Revocations:</u>			
	<u>FY90</u>	<u>FY98</u>	Net	%	<u>FY90</u>	<u>FY98</u>	Net	%
			<u>Change</u>	<u>Change</u>			<u>Change</u>	<u>Change</u>
A Felony	19	25	6	31.6%	1	-	-1	-100.0%
B Felony	78	109	31	39.7%	4	16	12	300.0%
C Felony Persons	150	228	78	52.0%	12	24	12	100.0%
C Felony Non-Persons	393	386	-7	-1.8%	198	224	26	13.1%
D Felony Persons	109	158	49	45.0%	20	54	34	170.0%
D Felony Non-Persons	270	493	223	82.6%	173	497	324	187.3%
Other Felony	22	62	40	181.8%	3	10	7	233.3%
Agg. Misd. Persons	73	76	3	4.1%	21	108	87	414.3%
Agg. Misd. Non-Persons	108	186	78	72.2%	78	169	91	116.7%

Serious/Simple Misd.	13	16	3	23.1%	11	31	20	181.8%
OWI Initial Stay	223	249	26	11.7%	76	59	-17	-22.4%
Total	1,458	1,988	530	36.4%	597	1,192	595	99.7%

Note: Probation revocation offenses shown may be new offenses committed while under supervision, and are not necessarily the offense which resulted in probation being imposed. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJPJ

The increase in new court commitments was largely due to increases in Class C felonies against persons, and aggravated misdemeanors and Class D felonies *not* against persons (Table 7). The increase in probation revocations was largely due to increases in Class D felonies not against persons, and all types of aggravated misdemeanors. The observed increase in other felonies was almost exclusively due to an increase in new court commitments for these offenses, while the increase in admissions of serious misdemeanants was almost exclusively due to an increase in probation revocations. The observed increase in Class D felonies against persons was more evenly spread between new court commitments and probation revocations.

Changes in the Past Year

Between FY97 and FY98, prison admissions increased by 485 offenders, which may be attributed to an increase in new court commitments and new admissions due to probation revocation (Table 8). An increase in probationers admitted in order to participate in the short-term violator program was also observed. Work release returns also showed a larger percent increase than other categories; however, this was partially offset by a decline in escape returns (most escape returns are work release and OWI facility failures).

Table 8. Prison Admissions: FY97-98

<u>Admission Reason</u>	<u>FY97</u>	<u>FY98</u>	<u>Net</u> <u>Change</u>	<u>%</u> <u>Change</u>
New Court Commitments	1,767	1,994	227	12.8%
New: Probation Revocations	929	1,182	253	27.2%
Probation-Violator Program	423	492	69	16.3%
Parole Returns	347	321	-26	-7.5%
Parole-Violator Program	160	105	-55	-34.4%
Shock Probation Returns	102	110	8	7.8%
Escape Returns	206	188	-18	-8.7%
Work Release Returns	113	139	26	23.0%
Work Release-Violator Prog.	24	16	-8	-33.3%
OWI Facility Returns	58	65	7	12.1%
Other Admissions	121	123	2	1.7%
Total Admissions	4,250	4,735	485	11.4%

Source: E-1 Reports

Regarding new admissions, drug offenses (the most common admitting offense) showed the largest net increase, with an additional 130 inmates admitted during FY98 (Table 9). Drunken driving and traffic offenses showed the largest percent increase among the individual offense types. However, most such offenders experience only a short prison stay before being transferred to a community-based OWI treatment facility. Other sizable

increases were observed for theft, assault and forgery/fraud. The category, “other offenses”, while a small portion of all admissions, also showed a large percent increase over the period; examination of individual cases in this category detected an increase in admissions for conspiracy in particular.

Further examination of new admissions reveals differences in trends between new court commitments and probation revocations. Specifically, the observed large increase in admissions of drug offenders was due mainly to an increase in probation revocations for this offense (Table 10). Conversely, the large increase in drunken driving/traffic

Table 9. New Admissions: FY97-98

Offense Type	FY97	FY98	Net Change	% Change
Drug Offenses	523	653	130	24.9%
Theft	406	448	42	10.3%
Burglary	400	438	38	9.5%
Drunk Driving/Traffic	280	392	112	40.0%
Assault	273	325	52	19.0%
Forgery/Fraud	226	281	55	24.3%
Sexual Abuse	206	233	27	13.1%
Robbery	84	90	6	7.1%
Weapons	79	74	-5	-6.3%
Murder/Manslaughter	72	56	-16	-22.2%
Criminal Mischief	34	35	1	2.9%
Pimping/Prostitution	23	32	9	39.1%
Flight/Escape	21	26	5	23.8%
Kidnapping	15	17	2	13.3%
Arson	20	16	-4	-20.0%
All Other Offenses	35	64	29	82.9%
Total New Admissions	2,697	3,180	483	17.9%

Notes: New prison admissions consist of court-ordered commitments and probation revocations. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJJP

Table 10. New Admissions by Admission Type: FY97-98

New Court Commitments:					Probation Revocations:				
Offense Type	FY97	FY98	Net Change	% Change	Offense Type	FY97	FY98	Net Change	% Change
Arson	12	13	1	8.3%	Arson	8	3	-5	-62.5%
Assault	179	198	19	10.6%	Assault	94	127	33	35.1%
Burglary	219	207	-12	-5.5%	Burglary	181	231	50	27.6%
Criminal Mischief	15	18	3	20.0%	Criminal Mischief	19	17	-2	-10.5%
Drug Offenses	388	422	34	8.8%	Drug Offenses	135	231	96	71.1%
Drunk Driving/Traffic	191	294	103	53.9%	Drunk Driving/Traffic	89	98	9	10.1%
Flight/Escape	11	20	9	81.8%	Flight/Escape	10	6	-4	-40.0%
Forgery/Fraud	112	136	24	21.4%	Forgery/Fraud	114	145	31	27.2%
Kidnapping	13	15	2	15.4%	Kidnapping	2	2	-	0.0%
Murder/Manslaughter	68	54	-14	-20.6%	Murder/Manslaughter	4	2	-2	-50.0%
Pimping/Prostitution	11	18	7	63.6%	Pimping/Prostitution	12	14	2	16.7%

Robbery	78	71	-7	-9.0%	Robbery	6	19	13	216.7%
Sexual Abuse	168	183	15	8.9%	Sexual Abuse	38	50	12	31.6%
Theft	232	260	28	12.1%	Theft	174	188	14	8.0%
Weapons	42	39	-3	-7.1%	Weapons	37	35	-2	-5.4%
All Other Offenses	24	40	16	66.7%	All Other Offenses	11	24	13	118.2%
Total New Commits	1,763	1,988	225	12.8%	Total Probation Rev.	934	1,192	258	27.6%

Note: Probation revocation offenses shown may be new offenses committed while under supervision, and are not necessarily the offense which resulted in probation being imposed. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJJP

admissions was almost exclusively in the area of new court commitments. A larger proportion of the increase in assault admissions was found in the probation revocation category, while a larger proportion of the increase in theft admissions was due to an increase in new court commitments. The observed increase in forgery/fraud admissions was spread about evenly between new court commitments and probation revocations.

The observed increase in new admissions lay primarily within the following offense classes: Class C felonies not against persons; Class D felonies of all types; aggravated misdemeanors not against persons; and drunken drivers initially placed in prison prior to being transferred to community-based OWI treatment facilities (Table 11).

Table 11. New Admissions by Offense Class: FY97-98

<u>Offense Class</u>	<u>Net</u>		<u>%</u>	
	<u>FY97</u>	<u>FY98</u>	<u>Change</u>	<u>Change</u>
*No Parole - Murder-2nd	4	2	-2	-50.0%
*No Parole - Other Class B	16	27	11	68.8%
*No Parole - Class C	17	51	34	200.0%
*No Parole - Sex Predators	2	3	1	50.0%
A Felony	30	25	-5	-16.7%
B Felony	96	96	-	0.0%
C Felony Persons	192	201	9	4.7%
C Felony Non-Persons	516	610	94	18.2%
D Felony Persons	150	212	62	41.3%
D Felony Non-Persons	911	990	79	8.7%
Other Felony	50	69	19	38.0%
Agg. Misd. Persons	178	184	6	3.4%
Agg. Misd. Non-Persons	284	355	71	25.0%
Serious/Simple Misd.	34	47	13	38.2%
OWI Initial Stay	217	308	91	41.9%
Total New Admissions	2,697	3,180	483	17.9%

Note: Groups marked with an asterisk (*) denote those sentenced under Section 902.12 or Chapter 901A. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJJP

Further examination of new admissions reveals differences in offense class trends between new court commitments and probation revocations. Specifically, the observed large increases in admissions of Class C and Class D felons whose offenses were not against persons was due mainly to an increase in probation revocations for these offense classes

(Table 12). Conversely, the large increase in drunken driving initial stay was almost exclusively in the area of new court commitments. A larger proportion of the increase in admissions of Class D felons whose crimes were against persons was found in new court commitments. The observed increase in aggravated misdemeanants whose offenses were not against persons was spread about evenly between new court commitments and probation revocations.

Table 12. New Admissions by Admission Type and Offense Class: FY97-98

<u>Offense Class</u>	<u>New Court Commitments:</u>				<u>Probation Revocations:</u>			
	<u>FY97</u>	<u>FY98</u>	<u>Net Change</u>	<u>%</u>	<u>FY97</u>	<u>FY98</u>	<u>Net Change</u>	<u>%</u>
*No Parole - Murder-2nd	4	2	-2	-50.0%	-	-	-	-
*No Parole - Other Class B	16	27	11	68.8%	-	-	-	-
*No Parole - Class C	17	46	29	170.6%	-	5	5	-
*No Parole - Sex Predators	2	2	-	0.0%	-	1	1	-
A Felony	30	25	-5	-16.7%	-	-	-	-
B Felony	87	80	-7	-8.0%	9	16	7	77.8%
C Felony Persons	179	182	3	1.7%	13	19	6	46.2%
C Felony Non-Persons	364	386	22	6.0%	152	224	72	47.4%
D Felony Persons	109	158	49	45.0%	41	54	13	31.7%
D Felony Non-Persons	489	493	4	0.8%	422	497	75	17.8%
Other Felony	46	60	14	30.4%	4	9	5	125.0%
Agg. Misd. Persons	96	76	-20	-20.8%	82	108	26	31.7%
Agg. Misd. Non-Persons	153	186	33	21.6%	131	169	38	29.0%
Serious/Simple Misd.	12	16	4	33.3%	22	31	9	40.9%
OWI Initial Stay	159	249	90	56.6%	58	59	1	1.7%
Total	1,763	1,988	225	12.8%	934	1,192	258	27.6%

Note: Probation revocation offenses shown may be new offenses committed while under supervision, and are not necessarily the offense which resulted in probation being imposed. Also see note, Table 4, regarding the data contained in this chart.

Source: Adult Corrections Information System, compiled by CJJP

Probation Failure Rates

Throughout the 1990's, probation revocations to prison have doubled (see Table 3 on page 4). During the same period, fiscal yearend probation populations have increased by about 53.9%, as per Iowa Department of Corrections data.

Probation failure rates may be calculated by dividing the number of revocations for the fiscal year by the fiscal yearend probation population. Probation failure rates based on probation revocations to prison have fluctuated between 3.8% and 5.5% during the 1990's (Table 13).

Table 13. Probation Populations & Percent Entering Prison: FY90-98

	<u>FY90</u>	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>
Yearend Probation Population	13,964	14,329	16,823	18,476	18,443	18,740	18,386	21,291	21,484
Probation Revocations to Prison									
as % of Population	4.2%	3.8%	3.8%	3.8%	4.4%	4.6%	5.0%	4.4%	5.5%
Total Probation Entries to									
Prison as % of Population	4.7%	4.3%	4.2%	4.6%	6.5%	7.0%	7.5%	6.8%	8.3%

Note: Total probation entries include revocations, shock probation returns and admissions to the violators' program.

Source: E-1 Reports, Iowa Community-Based Corrections information system, Iowa Department of Corrections

Beginning in the latter months of FY93, a short-term violators' program was created within the prison system for probation violators and prison releasees at risk for revocation.

If probation failure rates were calculated based on *all* probation entries to prison, a definite increase may be observed between FY93 and FY94, which was the first full year of violator programming for probationers.

Regarding recent changes, new court commitments increased by about 12.8% between FY97 and FY98, while probation revocations to prison increased by about 27.6%. Further analysis of probation populations indicates that, while statewide probation populations grew by 193 offenders during the past year, probation revocations to prison increased by 253 offenders. As shown in Table 13, the probation failure rate (based on revocations only) was 4.4% in FY97, and 5.5% in FY98. Although this difference is not large, if the failure rate in FY98 had remained the same as in FY97, there would have been just 945 probation revocations to prison in FY98, or 237 fewer prison admissions.

Parole Failure Rates

Applying the same methodology to parole populations, it was found that parole failure rates have declined during the 1990's (Table 14). A factor contributing to this trend is increased prisoner average length of stay (as shall be discussed in a later section). In other words, parolees may be more likely to be released from supervision earlier than in the past, simply because they have served their sentences.

Table 14. Parole Populations & Percent Entering Prison: FY90-98

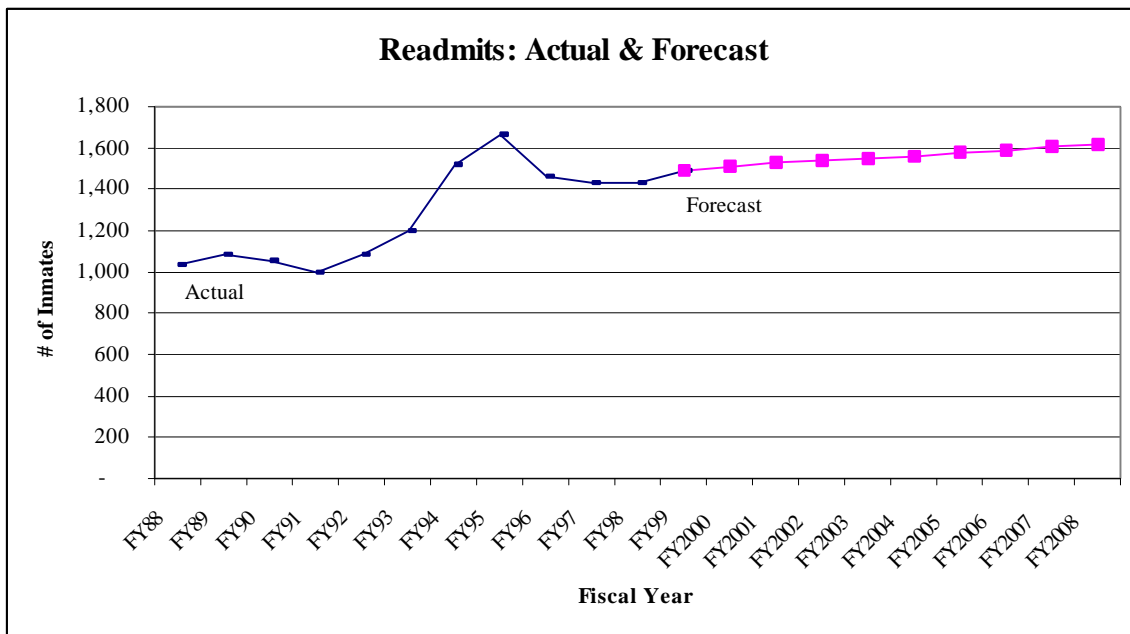
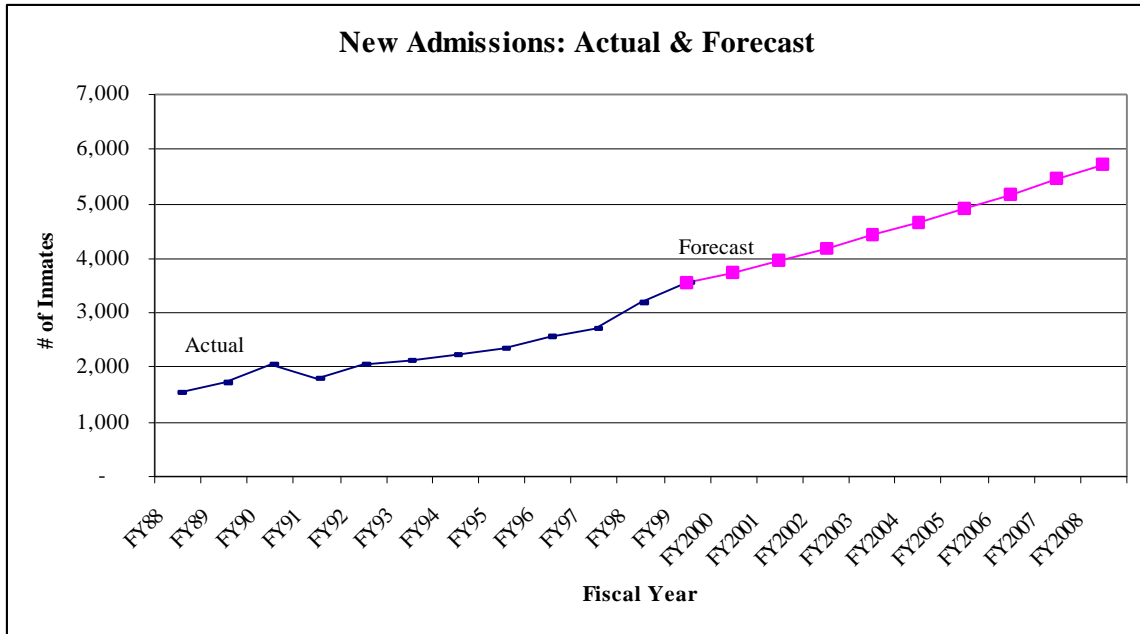
	<u>FY90</u>	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>
Yearend Parole Population	1,735	1,910	2,117	2,194	2,379	2,313	2,200	2,037	2,173
Parole Revocations as % of Population	30.9%	21.8%	20.3%	19.3%	18.8%	20.4%	17.9%	17.0%	14.8%
Total Parole Entries as % of Population	36.1%	30.3%	29.5%	27.5%	28.8%	32.3%	26.5%	24.9%	19.6%

Note: Total parole entries include revocations and admissions to the violators' program.

Source: E-1 Reports, Iowa Community-Based Corrections information system

Projected Prison Admissions

CJJP projects new prison admissions separately from readmissions (release violators) for the many various categories of offense class and types (e.g., whether the crime is against persons or not). Based on admissions trends to date, new prison admissions are expected to increase from 3,176 admission in FY98 (as per the E-1 reports) to 5,723 admissions in FY2008, or by about 80.2% (see graph on the next page). In the previous ten-year period, new prison admissions increased by about 108.4%. Readmissions are projected to increase from 1,436 admissions in FY98 to 1,615 admissions in FY2008, or by about 12.5% (see graph on the next page). In the previous ten-year period, readmissions increased by about 38.9%.



TRENDS IN PRISON RELEASES

Prison admissions have increased by about 48.3% during the 1990's. Prison releases have grown by about 47.5%, which is a slightly lower rate (Table 15). However, prison releases have been well below prison admissions for the entire period, resulting in a rapid increase in the prison population (compare total releases shown with total admissions shown in Table 3). The fastest growing category of prison release is expiration of sentence, which has more than doubled during the period.

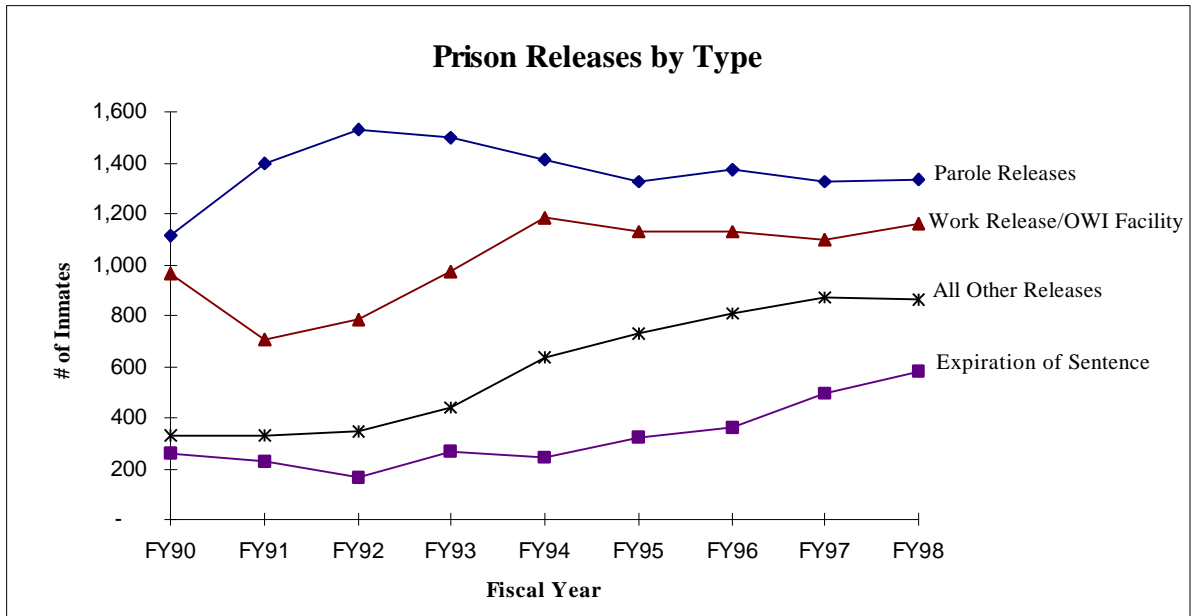


Table 15. Prison Releases: FY90-98

<u>Release Reason</u>	<u>FY90</u>	<u>FY91</u>	<u>FY92</u>	<u>FY93</u>	<u>FY94</u>	<u>FY95</u>	<u>FY96</u>	<u>FY97</u>	<u>FY98</u>	<u>% Change</u>
Parole Releases	1,117	1,394	1,530	1,500	1,415	1,324	1,369	1,325	1,333	19.3%
Release to Work Release	646	593	661	787	925	883	925	848	920	42.4%
Release to OWI Facility	321	112	124	185	259	250	207	252	244	-24.0%
Expiration of Sentence	259	227	165	267	246	322	364	493	578	123.2%
Release to Shock Probation	205	191	213	233	222	196	246	259	225	9.8%
Other Violator Releases				45	296	377	410	450	497	---
Escapes	10	9	16	8	9	16	6	5	3	-70.0%
Other Final Discharges	10	15	5	15	11	11	11	21	6	-40.0%
Other Releases	104	115	109	139	96	129	133	137	134	28.8%
Total Releases	2,672	2,656	2,823	3,179	3,479	3,508	3,671	3,790	3,940	47.5%

Note: Violator Program participants returned to parole and work release are counted in parole and work release figures
Source: E-1 Reports

Analysis of those offenders released due to expiration of their sentences shows that about 37.3% of the increase in such releases during the 1990's is due to an increase in discharges for Class D felons whose offenses were not against persons (Table 16). Other notable increases in releases due to expiration of sentence were for aggravated misdemeanants, and Class C and Class D felons whose crimes were against persons.

Regarding other release trends, it appears that during the early 1990's, the Board of Parole began to prefer granting work release over parole for inmates (see graph above). This was apparently due to an increase in work release capacity. According to the Iowa Department of Corrections, over 200 residential beds were added between FY92 and FY94.

Table 16. Expiration of Sentence: FY90 & FY98

<u>Offense Class</u>	<u>FY90</u>	<u>FY98</u>	<u>Net Change</u>	<u>% Change</u>
B Felony	11	7	-4	-36.4%
C Felony Persons	27	50	23	85.2%
C Felony Non-Persons	47	56	9	19.1%
D Felony Persons	20	59	39	195.0%
D Felony Non-Persons	79	197	118	149.4%
Other Felony	1	7	6	600.0%
Agg. Misd. Non-Persons	50	84	34	68.0%
Agg. Misd. Persons	19	98	79	415.8%
Serious Misd.	5	17	12	240.0%
Total Expiration of Sent.	259	575	316	122.0%

Notes: Figures in this chart differ slightly from those shown in E-1 Reports due to different times in which the database was accessed for reporting purposes.

Source: Adult Corrections Information System, compiled by CJJP

Changes in the Past Year

While prison admissions grew by about 11.4% between FY97 and FY98, prison releases increased by only about 4% (Table 17). The largest net gain in prison releases was for those expiring their sentences, followed by work release exits. Parole releases increased by only eight offenders, or less than 1%. There was also a substantial decline in the number of inmates released due to judicial reconsideration of sentence, otherwise known as “shock probation”.

Table 17. Prison Releases: FY97-98

<u>Release Reason</u>	<u>FY97</u>	<u>FY98</u>	<u>Net Change</u>	<u>% Change</u>
Parole Releases	1,325	1,333	8	0.6%
Release to Work Release	848	920	72	8.5%
Release to OWI Facility	252	244	-8	-3.2%
Expiration of Sentence	493	578	85	17.2%
Release to Shock Probation	259	225	-34	-13.1%
Other Violator Releases	450	497	47	10.4%
Escapes	5	3	-2	-40.0%
Other Final Discharges	21	6	-15	-71.4%
Other Releases	137	134	-3	-2.2%
Total Releases	3,790	3,940	150	4.0%

Note: Violator Program participants returned to parole and work release are counted in parole and work release figures.

Source: E-1 Reports

Analysis of those offenders released due to expiration of their sentences shows that most of the increase in such releases between FY97 and FY98 is contained within the following offense classes: Class D felons whose offenses are not against persons; and all types of aggravated misdemeanants (Table 18).

Table 18. Expiration of Sentence: FY97-98

<u>Offense Class</u>	<u>FY97</u>	<u>FY98</u>	<u>Net Change</u>	<u>% Change</u>
B Felony	11	7	-4	-36.4%
C Felony Persons	45	50	5	11.1%
C Felony Non-Persons	71	56	-15	-21.1%
D Felony Persons	54	59	5	9.3%
D Felony Non-Persons	147	197	50	34.0%
Other Felony	11	7	-4	-36.4%
Agg. Misd. Non-Persons	65	84	19	29.2%
Agg. Misd. Persons	76	98	22	28.9%
Serious Misd.	13	17	4	30.8%
Total Expiration of Sent.	493	575	82	16.6%

Notes: Figures in this chart differ slightly from those shown in E-1 Reports due to different times in which the database was accessed for reporting purposes.

Source: Adult Corrections Information System, compiled by CJJP

TRENDS IN PRISONER AVERAGE LENGTH OF STAY

Inmate average length of stay increased for nearly all offense categories between 1991 and 1998 (Table 19). For new admissions (first releases), average length of stay increased the most in offense categories for which parole was abolished. However, average length of stay also substantially increased for Class B felons whose crimes were against persons; such offenders now serve nearly four additional years on average prior to release. Class C felons whose crimes are against persons now serve over one more year on average prior to release, and other felons (habitual offenders and some drug offenders) now serve about a year and a half more on average prior to release.

For readmissions, average length of stay increased the most for other felons returned to prison and Class B felons. Such offenders now serve about one additional year on average prior to re-release.

Analysis of these length of stay changes was accomplished using the current forecast model to simulate what the prison population projection would have been if inmate average length of stay had remained the same as in 1991. The simulation reveals that, had average length of stay *not* changed, the mid-year 2008 prison population would have been estimated to grow to 10,765 inmates, instead of 14,586 inmates, or 3,821 *fewer* inmates than what is currently projected.

Impact of the Violent Crime Initiative and Sexual Predator Law

Two laws that became effective on July 1, 1996 abolished parole for certain offenders and required 85% of their maximum sentences to be served. The Violent Crime Initiative (Section 902.12, *Iowa Code*) affects persons convicted of the following offenses: Murder-2nd degree, Robbery-1st and -2nd degrees, Sexual Abuse-2nd degree, and Kidnapping 2nd degree (Attempted Murder was added to this list effective July 1, 1998). Iowa's Sexual

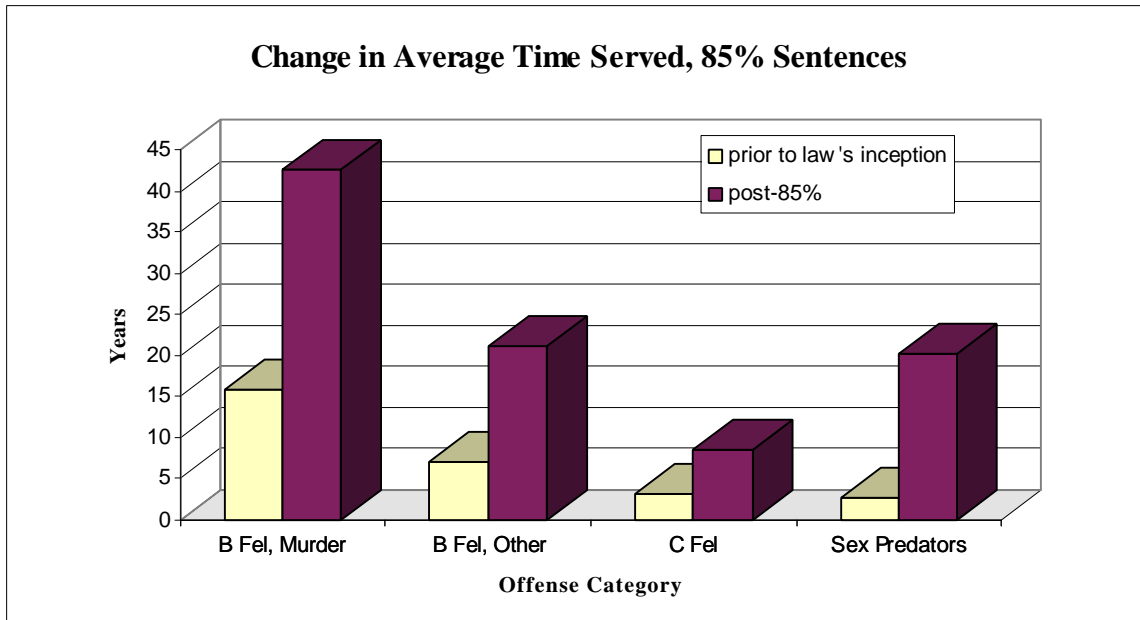


Table 19. Prisoner Average Length Of Stay: 1991-98 (In Months)

Offense Class	1991	1993	1994	1995	1996	1997	1998	Net Change	% Change
<i>New Admissions (First Release):</i>									
*No Parole - Murder-2 nd	136	95	130	138	190	510	510	374	275.0%
*No Parole - Other Class B	67	68	77	75	85	255	255	188	280.6%
*No Parole - Class C	31	30	36	35	37	102	102	71	229.0%
*No Parole - Sex Predators	27	27	30	30	32	243	243	216	800.0%
B Felony Persons	67	68	82	82	94	116	113	46	68.7%
B Felony Drug	---	---	3	30	40	35	39	---	---
C Felony Persons	31	30	36	35	37	41	45	14	45.2%
C Felony Non-Persons	17	16	21	21	25	25	24	7	41.2%
D Felony Persons	17	17	16	20	22	22	20	3	17.6%
D Felony Non-Persons	10	10	12	13	14	14	16	6	60.0%
Other Felony	33	44	52	39	47	43	52	19	57.6%
Agg. Misd. Persons	9	11	10	9	9	11	10	1	11.1%
Agg. Misd. Non-Persons	7	8	7	8	9	8	9	2	28.6%
Serious Misdemeanors	6	7	8	7	9	8	9	3	50.0%
Drunk Driving Initial Stay	2	2	3	2	2	3	3	1	50.0%
<i>Readmissions (Re-Release):</i>									
B Felony	25	23	34	25	24	28	36	11	44.0%
C Felony	17	16	18	17	18	21	22	5	29.4%
D Felony	9	10	10	9	11	12	12	3	33.3%
Other Felony	24	30	24	32	32	35	38	14	58.3%
All Misdemeanors	7	4	6	6	7	9	6	-1	-14.3%
Violator Placement	--	2	2	2	2	2	2	---	---

Note: Groups marked with an asterisk (*) denote the **expected** length of stay of those sentenced under Section 902.12 or Chapter 901A.

Source: Adult Corrections Information System, compiled by CJJP

Predator law (Chapter 901A, *Iowa Code*) not only imposes the requirement to serve 85% of the maximum term, but also increases the maximum term to be served for certain repeat offenders.

The correctional impact statements for these bills projected the following future effects on Iowa's prison population (Table 20):

Table 20. Projected Impacts on the Prison Population: 85% Laws				
	Cumulative Number of Additional Prisoners:			
	<u>FY98</u>	<u>FY2001</u>	<u>FY2006</u>	<u>FY2016</u>
Violent Offender Initiative	4	140	760	1,590
Sexual Predator Law	14	63	119	299
Attempted Murder	-	-	-	162

Note: Figures are as of the end of the fiscal years (June 30). Impacts shown are for the entire bill passed, and may contain impacts of other provisions as well.
Source: Legislative Fiscal Bureau; CJJP

As shown, there has been no substantial effect on the prison population of the 85% laws, through FY98. This is because most of the offenders affected by the laws would have been incarcerated for at least five years, and only two years have thus far elapsed since enactment. After the year 2001, however, 85% sentences will begin to have a substantial effect on Iowa's prison population. Therefore, the current observed impact on the prison population of increases in average prisoner length of stay is due to other offenses.

Additionally, it appears that the sexual predator law has been utilized less often than originally projected. As of June 30, 1998, five offenders were incarcerated for this offense, instead of the fourteen additional prisoners projected. One reason is that, with the simultaneous passage of the violent offender initiative, which made Sexual Abuse-2nd degree an 85% sentence, prosecutors have two choices in the statute under which to charge serious sex offenders. However, it also appears that the provisions of 901A are being underutilized with regard to repeat offenders committing lesser felonies and misdemeanors. Examination of criminal history records of sex offenders admitted to probation or prison during the six-month period July through December, 1995 found that thirteen Class C or D felons and misdemeanants qualified for prosecution under Chapter 901A.

Changes in the Past Year

Inmate average length of stay increased for some types of offense categories between 1997 and 1998 (Table 21). For new admissions (first-time releases), average time served increased the most for "other" felonies (mostly habitual offender sentences and drug crimes). Average length of stay for first-time releases also increased for Class B felony drug offenders, Class C felony offenders whose crimes were against persons, Class D felons and aggravated misdemeanants whose crimes were *not* against persons, and serious misdemeanants .

Table 21. Average Length of Stay: 1997-98 (In Months)

Offense Class	1997	1998	Net Change	% Change
<i>New Admissions (First Release):</i>				
*No Parole - Murder-2nd	510	510	---	---
*No Parole - Other Class B	255	255	---	---
*No Parole - Class C	102	102	---	---
*No Parole - Sex Predators	243	243	---	---
B Felony Persons	116	113	-3	-2.6%
B Felony Drug	35	39	4	11.4%
C Felony Persons	41	45	4	9.8%
C Felony Non-Persons	25	24	-1	-4%
D Felony Persons	22	20	-2	-9.1%
D Felony Non-Persons	14	16	2	14.3%
Other Felony	43	52	9	20.9%
Agg. Misd. Persons	11	10	-1	-9.1%
Agg. Misd. Non-Persons	8	9	1	12.5%
Serious Misdemeanors	8	9	1	12.5%
Drunk Driving Initial Stay	3	3	---	---
<i>Readmissions (Re-Release):</i>				
B Felony	28	36	8	28.6%
C Felony	21	22	1	4.8%
D Felony	12	12	---	---
Other Felony	35	38	3	8.6%
All Misdemeanors	9	6	-3	-33.3%
Violator Placement	2	2	---	---

Note: Groups marked with an asterisk (*) denote the **expected** length of stay of those sentenced under Section 902.12 or Chapter 901A.

Source: Adult Corrections Information System, compiled by CJJP

For readmissions, average length of stay increased the most for Class B felons returned to prison. Average length of stay for readmissions also increased for Class C and other felony categories.

Past simulations using the forecasting model have demonstrated an important point: even small changes in prisoner average length of stay can produce a substantial impact on the prison population. Analysis of the above length of stay changes was accomplished using the current forecast model to simulate what the prison population projection would have been if prisoner average length of stay had remained the same as in 1997. The simulation reveals that, had average length of stay *not* changed, the mid-year 2008 prison population would have been estimated to grow to 14,181 inmates, instead of 14,586 inmates, or 405 *fewer* inmates than what is currently projected.

FORECASTING THE PRISON POPULATION

Benefits of Forecasting

- To make some determination of the number of inmates that may be incarcerated at some point in the future, if current justice system trends, policies and practices continue

- To simulate alternative corrections futures based on specific changes in laws, policies and/or practices

Iowa's Forecasting Model

The statewide prison population forecast and policy simulation model used by CJJP is a matrix that distributes Iowa's prison population over the projections period by quarter. There are three basic components of the model, as follows:

- **Projected Prison Admissions.** This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS). Projected admissions are made for various offense classes and types of offenses (for example, Class C Violent Offenders, Class C Non-Violent Offenders, etc.) in two separate categories described below. Projections are accomplished through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of justice system policies.
- **Projected Average Length of Stay.** This is accomplished through an annual data collection effort conducted by CJJP, utilizing ACIS information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- **Projected Releases of Offenders Who Are Incarcerated At the Onset of the Projections Period.** This is accomplished through analysis of the prison population at the beginning of the projections period.

Prison admissions and average length of stay data are analyzed within two broad categories based on the type of prison admission, as follows:

- **New Admissions** are new court-ordered commitments and probation revocations. Length of stay for this category is defined as time served in prison prior to first release (which may be parole, work release, expiration of sentence, etc.).
- **Readmissions** are all other violators, including the following: a) offenders who had one or more prior, unsuccessful conditional releases on their current commitments; b) those revoked from OWI facility placement; and c) those selected for violator facility placement. Length of stay for this category is defined as time served in prison from the last admission (or readmission) to release (which may be parole, work release, expiration of sentence, etc.). Please note that, while this category is labeled "readmissions", it includes some offenders who were not previously incarcerated; examples include OWI offenders who were directly placed in community-based OWI treatment facilities but were later revoked, and probationers admitted to prison to participate in the short-term violator's program.

Regarding length of stay figures as contained in this report:

- "No parole" groups marked with an asterisk (*) denote the **expected** length of stay of prisoners sentenced under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996.
- Expected average length of stay for sexual predators sentenced under Chapter 901A was computed based on those committed to prison for a Chapter 901A offense thus far. Average length of stay prior to passage of this law was accomplished by

examining the average length of stay by year for the offense class that admitted sexual predators would have otherwise received.

- Other length of stay data are based on samples of released prisoners. These data differ from statistics on average time served generated by the Board of Parole, because: a) the data contained in this report include *all* types of releases, not just parole releases; b) the data contained in this report distinguish between first releases and re-releases; and c) the data contained in this report exclude jail credit and other time not spent within the prison system.
- “Drunk Driving Initial Stay” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

Iowa’s prison population forecast is updated annually in order to take into consideration the most recent trends in prison admissions and average length of stay.

In addition to the statewide prison population forecast, CJJP completes projections for the female inmate population, utilizing basic trend line analysis techniques.

POLICY OPTIONS

Prison populations are largely determined by justice system policies, practices and procedures; social trends, the economy and even crime rates are weakly related (and in some cases not at all related) to the size of a state’s prison population.⁴ The current forecast illustrates the future effects of current trends if they are continued. However, the forecast model may also be used to simulate alternative corrections futures, assuming specific changes in laws, policies or practices. In other words, policy makers may enact new laws or take other action to achieve the corrections future they determine would best serve the needs of the state.

New proposals or plans to increase penalties for certain crimes or lengthen prison stays may result in a further increase in the projected prison population beyond what is shown in this forecast. However, the additional impact of such policies on prison overcrowding, should they be implemented, may be offset by enacting other policies which would alleviate prison crowding by addressing the major contributing trends to the forecast. Such policy areas would include the following:

- Enacting laws, or developing policies or programs that would reduce the length of prison stays for certain offenders
- Developing policies or programs designed to provide expanded sentencing alternatives for certain offenses or offenders
- Developing policies or programs designed to reduce reliance on prison to sanction certain probation violators
- Adding to Iowa’s prison capacity (or otherwise providing additional housing for inmates)

⁴ See, for example, The Toborg Institute for Research Applications, *Iowa Corrections In The Year 2000: A Ten-Year Correctional Master Plan*, January 1990, pp. 11-14.

As indicated throughout this report, changes designed to reducing prison overcrowding would be most effective if the following groups (all or in some combination) were targeted:

- Drug offenses
- Forgery/Fraud
- Class D felonies not involving crimes against persons
- Misdemeanors
- New court-ordered commitments
- Probation revocations to prison